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City of Santa Paula, California GENERAL PLAN REPORT

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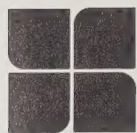
The technical data supporting the General Plan has been prepared in the form of a Workbook, and is available for reference in the Office of the City Administrator.

City of Santa Paula, California GENERAL PLAN REPORT 1965-1980

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PLANNING IN SANTA PAULA

PLANNING IN SANTA PAULA

Santa Paula is beginning to experience a new era of rapid and dramatic growth fostered by improved accessibility produced by freeway extensions and by increasing population in the region, which point to Ventura County as the next logical expansion area for the burgeoning Southern California metropolis. Recognizing this, forward-thinking citizens realized that to cope effectively with the expected future growth of Santa Paula in a systematic way, a General Plan for guiding future development decisions would be essential if its character and its identity were to be preserved and enhanced.

A. Scope and Purpose of Planning Program

I. Scope

The scope of the General Plan program has involved detailed research, study, analysis, projections and design.

The first phase, known as the inventory and analysis element, consisted of gathering and analyzing the basic data and information about Santa Paula as it is and has been in the past. This included the preparation of base maps, field surveys, analysis of existing land use, zoning, traffic, parking, parks, recreation and open space, housing quality, etc.

The second phase, which is one of the most important for preparing the General Plan, consisted of preparing projections of population, economic factors, land needs, and other essential statistics to the year 1980.

The third phase of the planning program considered the various ways in which the future areal extent, shape, and form in which Santa Paula's urban growth could be arranged. Since the arrangement of the land uses and functional activities of a city may take many shapes, five alternative urban form concepts were prepared and studied for their relative merits and implications.

All of the above data have been prepared in the form of a Technical Workbook and are available for reference in the Office of the City Administrator.

In the final phase, all of the basic research - (inventory and analysis, projections and determination of future land needs, alternative urban form concepts) - was integrated into a Preliminary General Plan. The Preliminary General Plan was not the final product, but rather the first statement of proposals and goals which were reviewed and revised by the citizens of Santa Paula. Following the discussion, review and suggested changes in the proposed Preliminary General Plan, the General Plan was derived as a logical outgrowth of the entire planning process.

The City's General Plan was conceived in relation to Ventura County's General Plan for a Greater Santa Paula Planning Area, and to the Los Angeles Metropolitan Region.

2. Purpose

Growth and change are the primary characteristics of urban life, particularly in the dynamic society which exists in Southern California. In Santa Paula these forces are beginning to exert pressures upon land development, strain the traffic-carrying capacity of streets, force the extension of utilities, and demand new community facilities. These forces of growth and change will create new problems, aggravate old deficiencies, and generate new needs. New tools will be needed to cope effectively with these problems of growth. The General Plan provides such a tool, and if skillfully used, can help solve existing problems and minimize the creation of new ones. The purpose, then, of the planning program for Santa Paula is to provide a plan of action which can be realized by the people of Santa Paula. Proper use of the plan can result in a more beautiful and aesthetically pleasing environment. It can also provide a framework for future development policy that will optimize physical relationships at the least real cost to the people of Santa Paula.

B. The Function of the General Plan

The General Plan is a statement of policy for the future physical development of Santa Paula and is expressed both in verbal and graphic terms. It provides the basic framework for City Council policies needed to guide and arrange the physical structure of the community in a sound, orderly, and aesthetically appealing manner.

Although the physical features of the surrounding land forms dictate the general directions in which Santa Paula may grow and expand, modern technology and public policy can modify and create various patterns of urban developments. The General Plan functions as a blueprint for growth and change.

In this role, it must be:

- Long Range: The General Plan projects the future development of Santa Paula some 15 years into the future - to 1980.
- Comprehensive: The General Plan integrates all types and intensities of land use, economic activities, municipal services, traffic demand, and the socio-physical patterns of the City into one working plan - a plan of action.
- General: The General Plan is flexible rather than precise or rigid, yet it is firm enough to provide direction within the constant ebb and flow of change and new opportunities.

In short, the function of the General Plan is to assure that the projected potentials become the desired reality of tomorrow.

C. Forecasts and Projections: Basic Planning Statistics for 1980

Forecasts and projections of future land requirements were one of the major facets of the planning program and in the design of the General Plan. The projection methods included trend analysis techniques, mathematical models, step-down ratios, expansion factors and other techniques normally employed in projecting socio-economic data. The results are shown in a range of estimates to the year 1980, (see Figure 1).

Figure I - PROJECTIONS OF BASIC PLANNING STATISTICS TO 1980
City of Santa Paula, California

Population	34,000 people
School enrollments (includes parochial)	8,500 pupils
Retail and services sales volumes	\$46 million
Average family income	\$9,500 - \$10,000
Employment levels	11,300 jobs
Annual average construction value	\$5.8 million
Assessed valuations	\$45.0 million
Traffic demand	68,000 daily trips
Housing demand	7,200 new dwelling units

Total land area requirements for:

Residential uses	1450-1500 acres
Commercial uses	175-200 acres
Industrial uses	350 acres
Recreation uses	600 acres
Institutional uses	180-200 acres

Community facility needs, including:

7 elementary schools	50.0-60.0 acres
3 junior high schools	40.0 acres
2 high schools	50.0 acres
Possibly a junior college	50-100 acres
2 fire stations	2.0 acres
A new public library	1.0 acres



THE GENERAL PLAN

THE GENERAL PLAN

A. The Setting

1. Regional Location

Santa Paula is located in Ventura County, the fastest growing of the five counties comprising the Los Angeles Metropolitan Region. It is situated approximately 60 miles from downtown Los Angeles to the southeast, 45 miles from the burgeoning San Fernando Valley to the east, and 15 miles from the Ventura-Oxnard urban complex to the west. The Santa Paula Freeway (Route 126) when completed to U.S. 99, will connect Santa Paula to central Los Angeles within 50 minutes driving time. Santa Paula has excellent freight service provided by the Southern Pacific Railroad. Inter-urban passenger transportation is provided by Western Greyhound Lines to various cities, and water transportation is available through the port facilities at Port Hueneme - some 20 miles to the south. Santa Paula's location in the Santa Clara Valley assures its participation in the expected metropolitan growth of Southern California.

2. Climate

The climate in the Santa Clara River Valley is semi-arid, with clear warm summers and mild, moist winters. Average precipitation ranges from 15 to 20 inches per year with the majority of rainfall occurring during the winter months. The mean temperature in January is 50.5 degrees; the average minimum is 34.8 degrees and an average maximum is 66.0 degrees. In July, the mean temperature is 72.5 degrees; the average minimum is 53.1 degrees and the average maximum is 91.9 degrees. The relative humidity in Santa Paula is quite low, ranging from 38 percent on the average in January to 67 percent in July. Air drainage through the Santa Clara Valley has favored the area as one of the best in the United States for raising citrus fruits. Being free of smog, the climate of Santa Paula can be described as nearly ideal for living and working.

3. Physical Features

The Santa Clara River Valley has an east-west trend and is well defined by major land masses such as Sulphur Mountain, the Santa Paula Ridge, and South Mountain. The City of Santa Paula is situated at the confluence of Santa Paula Creek and the Santa Clara River in a 1.5 to 2 mile wide portion of the Santa Clara Valley at an altitude of about 280 feet above sea level. Rolling foothills rising to 600 feet above sea level rim the City on the north. These hills gradually phase into higher mountains reaching 4,000 feet above sea level.

The Santa Clara River drains all of eastern and northern Ventura County, and has a poorly defined gravelly channel which is usually dry in the summer. It forms an effective barrier to the southern limit of Santa Paula's urban development. Santa Paula Creek which also drains a large area, forms an eastern barrier to the City. During the rainy season both Santa Paula Creek and the Santa Clara River are subject to periodic flooding. As a result much of the City is periodically subject to inundation, particularly the low land areas near the Central Business District. Efforts to correct this problem have been vigorously pursued for many years by the City government, and recent authorizations by the U.S. Congress indicate corrective action will be effected in the future by the U.S. Army Corps of Engineers.

Soils in the Santa Paula area are generally excellent for agriculture and consist of recent alluvial and older alluvial types. Generally they are well-drained, fertile, and have a relatively high humus content. The foothills surrounding Santa Paula are folded sedimentary rocks and substantial outcroppings occur in certain areas.

In general, the physical features of topography, drainage, and soils have combined in such a manner as to form the urban structure of Santa Paula in a linear pattern within the confines of the high mountains enclosing the Santa Clara Valley. Consequently, the directions of growth are limited primarily to the west and to the east. The physical features of the area necessarily influenced the form of the General Plan.

B. General and Specific Goals of the General Plan

The objectives of the General Plan represent local preferences regarding the quality, character and location of the physical elements of the City of Santa Paula. They express the goals of the majority of the citizens and fall into two categories: (1) General Goals and (2) Specific Goals.

1. General Goals

- a. To establish a pattern of land uses which will best promote the health, safety, convenience, and welfare of all the citizens of the community. This should include desirable inter-relation, but separation of working and living areas, and elimination of incompatible land uses within each of these areas.
- b. To encourage those economic pursuits which will strengthen the position of Santa Paula, within the Los Angeles Metropolitan Region and Ventura County, as a place in which to promote and carry on business activity.
- c. To establish and encourage residential densities which will distribute the population in optimum relation to community facilities and public utilities.
- d. To develop a circulation system which is integrated with the community pattern of living and working areas, and which will provide for the safe, convenient movement of goods and people within the City and to other parts of the region.
- e. To foster the development and expansion of community recreational facilities adequate to serve present and future local needs.
- f. To consolidate and enhance the retail trade areas of the City so that they may better serve the customer and the merchant, and encourage local retail commercial activity. This should include provisions for off-street parking, better pedestrian circulation, and aesthetic as well as physical improvement of premises housing retail activity.
- g. To provide a wide variety of housing types, located in areas appropriate for residential use,

to serve the varying needs of individuals and families in every age and income group.

h. To improve living conditions and provide additional land for housing and related community facilities through a program of community conservation, rehabilitation and redevelopment.

i. To encourage more intensive use of the lands allocated to provide services to industry, and to provide for the expansion of industrial activity especially suited for location in the City.

j. To provide all community facilities and utilities commensurate with present and anticipated needs and in accordance with acceptable standards.

2. Specific Goals

a. To suggest a fixed westerly boundary to urban expansion in the vicinity of Adams Barranca.

b. To encourage the full urban development of all usable vacant and agricultural land now existing within the City of Santa Paula according to the land use proposals of the plan, and provide these uses with adequate utilities and community facilities.

c. To encourage the development of low and medium-density residential clusters in the hillside area, with proper safeguards for hillside grading, provision of open space and utility services.

d. To strengthen and improve the present downtown area economically and as the main center of business, cultural, civic, and governmental activities.

e. To encourage industrial park development south of the freeway, and to the west of the City's present western corporate limits.

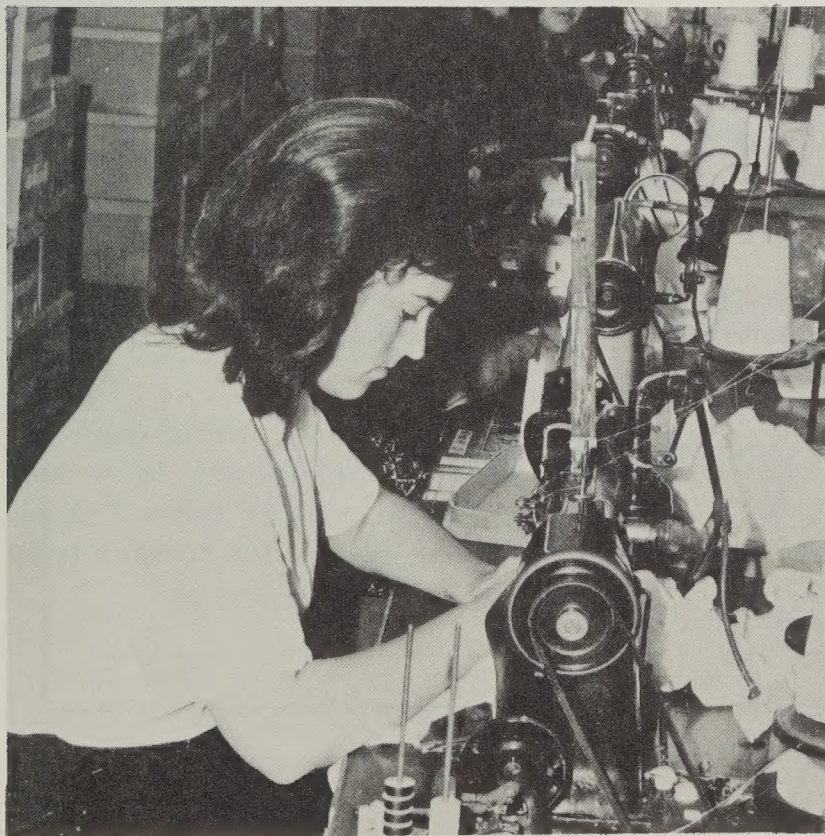
f. To contain urban expansion as much as possible rather than allowing helter-skelter sprawl, which is both costly and unattractive.

g. To encourage urban expansion to the east of the Santa Paula Creek in an area designated as the Urban Reserve area. However, development to the west should continue to receive priority until all the land within the City and to Adams Barranca is fully developed.

h. To encourage conservation of stable residential areas; and redevelopment and renovation of blighted and substandard residential areas in the eastern portion of the City, particularly between Richmond Road, Ojai Road, and the Southern Pacific Railroad, and in the area to the south of the Civic Center.

i. To discourage additional strip commercial development along Main Street and Harvard Boulevard, but encourage other high grade uses along these streets to provide for the eventual replacement of existing marginal businesses.

j. To achieve a relatively balanced community structure in social and economic terms, while maintaining a strong relationship to the county and the region as a whole.



C. The Concept of the General Plan

Santa Paula in 1980 is planned to be a compact City of nearly 35,000 inhabitants, characterized by a dynamic, bustling downtown area providing a strong vertical dimension to the City's image. Its form will be linear, stretching along the Santa Paula Freeway within the confines of the Santa Clara River Valley. On the south, urbanization is checked by the river and South Mountain. Except for possible overspill into the Mupu Area to the north, the Santa Paula Ridge effectively blocks major development. To the west, Adams Barranca provides a greenway, checking western expansion into the citrus orchards. On the east, the Santa Paula Creek provides a definitive barrier to premature eastward expansion.

A matrix of parks, greenways, parkways and hillside open space areas will provide a "garden-city" character in sharp contrast to the highly urban complex of houses, offices, stores, factories, and streets.

The network of streets and the Santa Paula Freeway will link living areas to industrial areas, and these areas to the downtown heart of civic, business, and cultural activities. Downtown Santa Paula's strength as the center of the activities generated in the Santa Clara Valley, will be bolstered by an enveloping ring of high density and high-rise apartment dwellings. At various entrance points to the City, service facilities oriented to the traveler will provide a pleasing introduction to Santa Paula.

Residential areas will provide a variety of housing types in varying density patterns geared to the tastes and desires of families or individuals in all stages of the life cycle. Schools and parks will be distributed in a manner facilitating safety and ease of access for neighborhood enjoyment.

By providing for contained neighborhoods and urban expansion in contiguous units, the General Plan provides Santa Paula with a program of rational, orderly growth by which costs and future needs may be reasonably estimated and controlled.

The 1980 General Plan map in the center of this report, provides for the distribution of future land use indicated in Figure 3.

D. Elements of the General Plan (Figure 4)

I. Land Use and Community Facilities

The Land Use element provides for an urbanized area of 4,584 acres by 1980. Of this total, 1,840 acres are devoted to residential uses and residential reserves, which represents 40.1 percent of the total urban land area.

a. Residential Areas

About 79 percent of the residential land use and residential reserves would be devoted to low density or single family uses. The balance of residential land would be in multiple dwellings, ranging from two-family dwellings to high-rise apartments.

The residential land use element provides for a diversity of residential densities in new locations, ranging from very low densities in the hill area to areas of high density enveloping the Central Business District.

Four basic density zones are proposed by the Plan. These are:

(i) Very low density - an average of 12,350 square feet of lot area per dwelling unit.

(ii) Low density - a minimum of 6,000 square feet of lot area per dwelling unit. (The General Plan does not propose an increase in the City's minimum lot size, although some public interest exists in the matter.)

(iii) Medium density - an average of 4,500 square feet of lot area per dwelling unit.

(iv) High density - an average of 3,000 square feet of lot area per dwelling unit. In areas adjacent to the Central Business District, an average of 1,500 square feet of lot area per dwelling would be allowed.

The General Plan could accommodate a population of over 36,700 in the areas designated for residential use, excluding lands designated as Residential Reserve. Including residential reserve lands and the Mupu area proposed for future development, more than 50,000 persons could be accommodated, assuming proposed densities and land uses were to prevail.

b. Industrial Areas

Slightly more than 425 acres are designated for general industrial use - about 9.3 percent of the planned urbanized land. With the exception of the airport, the entire section south of the freeway between Santa Paula Creek and Adams Barranca has been designated for a complex of industrial, residential, and open space uses. The airport, if properly developed, could be a major factor in attracting new industrial firms. The freeway serves not only as a boundary and effective buffer for this area, but also as a major route for raw material delivery and finished goods transportation. The new freeway will provide excellent transportation service in Santa Paula and thus may be the prime factor in attracting desirable industrial firms.

Another industrial area is located in the area bounded by Santa Barbara and Main Streets and the Southern Pacific Railroad tracks. A third section is bounded by Harvard Boulevard and Santa Paula Street immediately east of the Central Business District. The industrial reserve which designates about 265 acres for use after 1980, is located between the Santa Paula Creek and Park Reserve and roughly aligns with the Southern Pacific Railroad tracks east of the present city limits.

A major new industrial park is shown on the General Plan at the western limits of the City. This area comprises approximately 170 acres, and could become the City's finest industrial park in every respect, as well as forming an attractive entry to the City.

Industrial parks should be opened by occasional public areas providing access to the Santa Clara River and future recreation uses nearby.

Performance standards concerning lot size, architectural design, landscaping, site coverage, noise, smoke and hazard considerations should be used to insure a high quality of industrial development throughout the City.

c. Retail Centers and Commercial Areas

The General Plan proposes to increase the present 79.5 acres of commercial land use to approximately 175-200 acres by 1980. About 110 acres of the future retail-commercial development would be concentrated in the downtown area bounded by Santa Barbara, Eighth and Twelfth Streets, and Harvard Boulevard.

To achieve this aim, the General Plan proposes to encourage intensive retail, service, and office development in the present Central Business District. A generalized version of the Central Business District Plan is illustrated in Figure 2. A Precise Plan of the central area is needed to further define proposals for the revitalization of downtown Santa Paula. Certain steps included in this effort should be the provision of adequate off-street parking lots and structures, major remodeling of existing buildings, coordinated architectural design, landscaping, and general City beautification measures aimed at achieving a distinctive visual atmosphere. Sign controls, well-designed street furniture, tasteful and adequate lighting, and tree plantings should be encouraged throughout downtown. Mall development also might be considered in the downtown improvement program as a part of a Precise Plan.

The Santa Paula Shopping Center is proposed to remain stable in terms of land area at its present location. Its function is primarily that of a community-neighborhood convenience center. A new five-acre neighborhood shopping center is proposed in the vicinity of Peck Road and Santa Paula Street extended to serve the daily convenience needs of the population which will reside west of the present City limits and east of Adams Barranca.

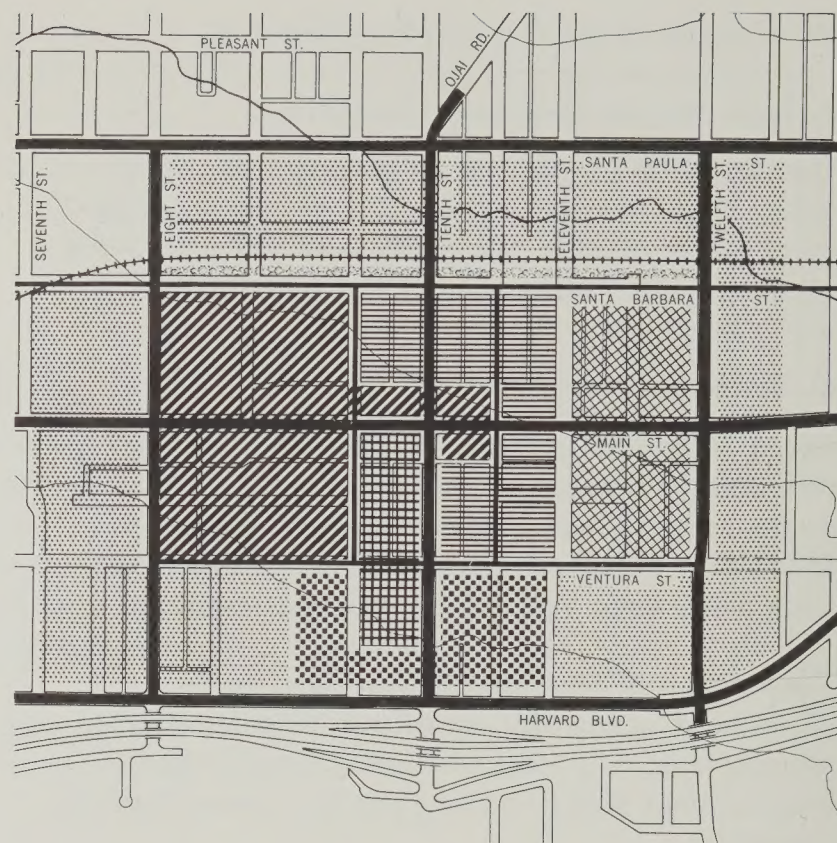
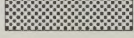
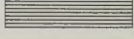
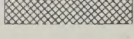
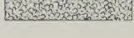
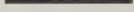
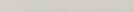


Figure 2 - CENTRAL BUSINESS DISTRICT PLAN
(Generalized)

HIGH DENSITY RESIDENTIAL	
CIVIC AREA	
RETAIL CORE	
TOURIST, CONVENTION AREA	
ADMINISTRATIVE & OFFICE	
SERVICE COMMERCIAL, AUTOMOTIVE	
PARK, GREENWAYS	
MAJOR STREETS	
SECONDARY STREETS	

Highway-oriented service commercial areas would be located at the freeway interchanges. Such facilities as motels, restaurants, gas stations, etc., would be located at these strategic entrance points to the City. Approximately 30 acres are set aside for these uses in the General Plan. The encroachment of strip commercial developments along the City's major arterials is discouraged in the General Plan.

d. Parks and Open Space Areas

The General Plan allocates approximately 448 acres for parks, parkways, and open space development. The City would be contained on the eastern and western limits by open space and park strips paralleling Adams Barranca and Santa Paula Creek. The Harvard Boulevard-Ventura Street park would be enlarged to take in that entire segment north of the freeway. More park area is specified for the area south of the freeway to create an industrial park atmosphere. Every residential area is either bounded by a green belt or has some open space nearby for daily enjoyment.

A major feature of the plan is a proposed 18-hole, 148-acre golf course to be located southwest of the City along the Santa Clara River. Also included in the General Plan is a 112-acre area proposed for a future park reserve, located to the east of the industrial and urban reserves. This area would be kept from development until 1980 or thereafter.

Although the General Plan allots a certain percentage of land for park use, it specifically does not designate what recreational uses are to be made of each area. This would be the function of the City's Park and Recreation Commission. Additional needs for the City are a swimming pool and tennis courts, sites for which are not shown on the Plan due to their relatively small scale.

e. Agriculture

The General Plan proposes that all lands lying west of Adams Barranca be preserved for citrus and agricultural use. These lands represent a very important part of Ventura County's economy, and provide an effective physical separation between Santa Paula and the eastward growth of the City of San Buenaventura. If Santa Paula is to avoid the fate of so many other California communities which have lost their identity by growing together, then means for maintaining effective agricultural blocks between cities is essential. Recently, the Local Agency Formation Commission recommended that Adams Barranca be the future western City limits of Santa Paula, an action approved by the City Council.

The General Plan also proposes that agriculture be preserved east of the City - particularly east of the proposed Urban Reserve area and Orcutt Road. This feature of the Plan is designed to maintain physical separation between Santa Paula and Fillmore and thus preserve agricultural lands from urban sprawl. In all areas outside of the City's present limits, coordination is recommended with Ventura County Planning policy in order to maintain the best possible quality of development.

f. Urban Reserve Areas

The General Plan proposes an urban reserve area of about 780 acres, including an industrial reserve area of 265 acres east of Santa Paula Creek for accommodating new growth after 1980.

Land reserves would be maintained in the east for urban development any time up to and possibly after 1980. Three major development areas have been designated - one for residential development (about 356 acres), another for industrial use, and a third for park reserves. A junior college site is also designated in the eastern urban reserve area. Coordination with the County should be effected to insure the proper planning and zoning of the area prior to its possible future annexation to the City.

At the present time, growth to the west can be accommodated at less cost than eastward expansion. Easterly expansion would require bridges to span Santa Paula Creek, an east-west road network to furnish ready access thereto, and expansion of the City's sewage collection system. Also, development in the east should only proceed after adequate flood control improvements have been made at the confluence of Santa Paula Creek and the Santa Clara River.

g. Education Facilities

The General Plan provides for the location of the elementary, junior, and senior high school facilities generally in accordance with standards established by the Santa Paula Union High School District and the Santa Paula School District.

The plan sets aside over 50 acres of land for a total of seven elementary schools. Two other new elementary school locations have been designated in the Urban Reserve area. An additional one or two elementary schools are designated for the Mupu area. Three junior high schools are proposed by the General Plan, and 43 acres of land have been designated as sites. The existing Isbell School would be expanded for full junior high use, and two new junior highs would be constructed at new sites - one in the extreme east portion of the City, and the other on the west side.

Approximately 50 acres are designated for two senior high schools. The present high school site would be retained with only limited expansion in order to accommodate a maximum of 1450 students. A new high school would be constructed to the west, possibly adjacent to a new junior high, after full capacity has been reached at the present high school facility.

At the present time it is not clear as to whether a junior college or State college site in Santa Paula represents a feasible possibility. However, should the City be successful in attracting such an institution, land for a college campus should be designated in the Urban Reserve area east of Santa Paula Creek and close to the foothills area. Such a development would obviously accelerate urbanization to the east.

h. Civic and Protective Facilities

Approximately eight acres of land area are designated in the General Plan for the Civic Center and its park. City and County government facilities are presently located in the Civic Center. Adequate land is available for the expansion of these facilities when needed, including expansion of the fire station and police facilities.

The Preliminary General Plan recommended that a new Main Library be constructed in the Civic Center area to replace the existing library facility which is presently inadequate. Present plans to convert the vacant Safeway Supermarket on Eighth Street into a new Main Library are under study by the City Council, and may prove to be a satisfactory solution for many years to come.

The need for additional fire stations will be continually studied during the planning period to 1980, since Ventura County maintains a fire station at Steckel Drive and Main Street. Mutual fire protection service exists between the City and the County so that west Santa Paula may be assured of adequate protection. The conversion of downtown Santa Paula into higher density uses will require additional fire fighting equipment at a later date.

i. Utilities

The sewage treatment plant can adequately serve a population equivalent of 25,000. Improvements at the present plant site beyond this capacity are not contemplated. Alternatively, a Countywide sewage disposal system might eliminate the need for additional plant capacity in Santa Paula.

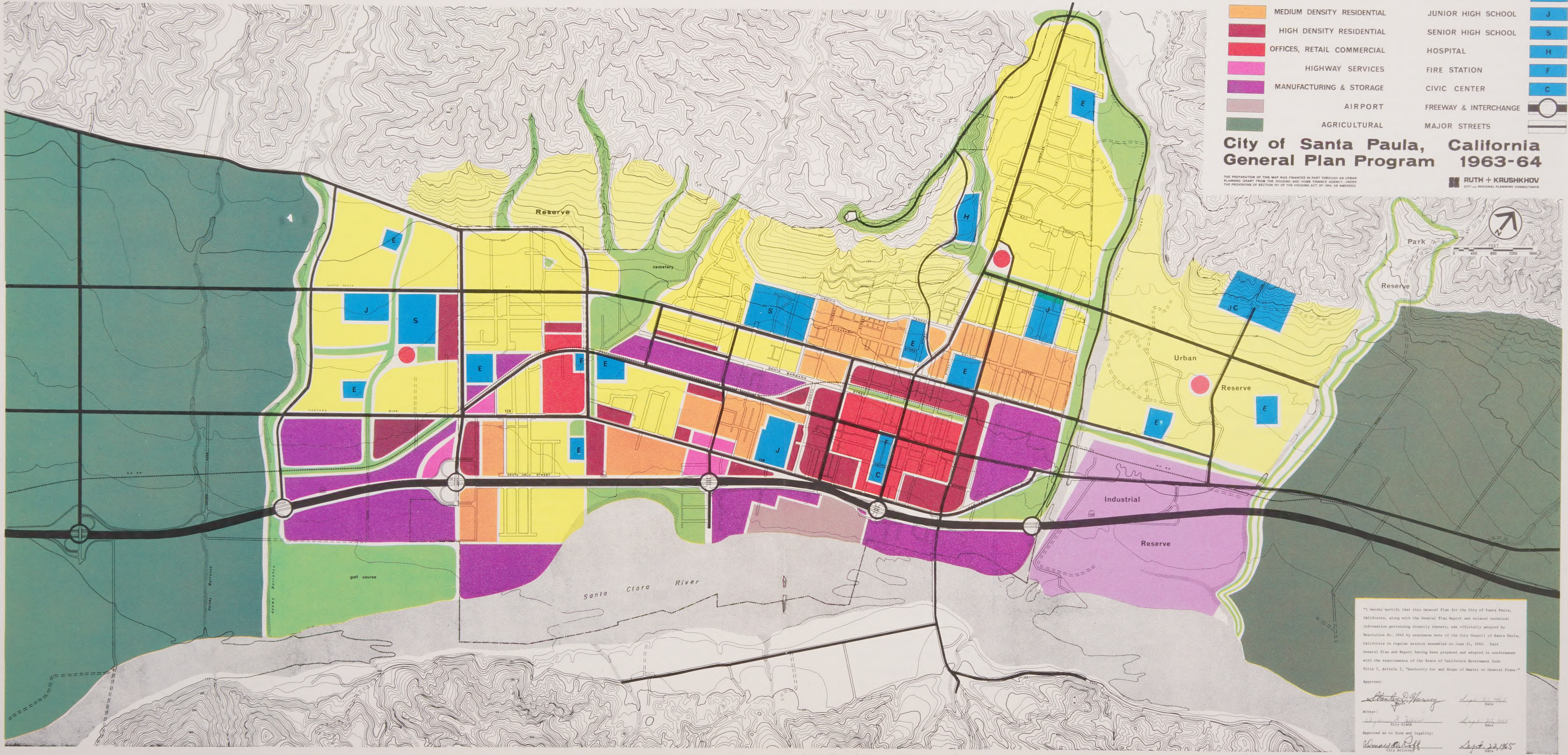
Figure 3 - PLANNED DISTRIBUTION OF LAND USE: 1980
Santa Paula Planning Area

Land Use	Acres	% Total
<u>TOTAL - URBAN AREA^a</u>	<u>4,584.0</u>	<u>100.0</u>
<u>Residential Land</u>	<u>1,840.0</u>	<u>40.1</u>
Very Low Density (Hillside)	139.0	3.0
Hillside Reserve	178.0	3.9
Low Density	783.0	17.1
Low Density Reserve	356.0	7.8
Medium Density	222.0	4.8
High Density	162.0	3.5
<u>Commercial Land</u>	<u>176.0</u>	<u>3.8</u>
Central Business District	110.0	2.4
Community Shopping, Service Commercial	60.0	1.3
Neighborhood Commercial Reserve	6.0	.1
<u>Industrial Land</u>	<u>696.0</u>	<u>15.2</u>
General Industrial	428.0	9.3
Industrial Reserve	268.0	5.9
<u>Public and Quasi-Public Land</u>	<u>453.0</u>	<u>9.9</u>
Schools	187.0	4.1
Elementary	52.0	1.1
Elementary Reserve	13.0	.3
Junior High	43.0	.9
Senior High	50.0	1.1
Other Institutional, including junior college reserve	100.0	2.2
Civic Center	8.0	.2
<u>Parks, Recreation, Open Space</u>	<u>708.0</u>	<u>15.4</u>
Golf Course	148.0	3.2
Parks, Parkways	448.0	9.8
Park Reserve (east of City)	112.0	2.4
<u>Transportation</u>	<u>711.0</u>	<u>15.6</u>
Freeway, R.R., Airport	75.0	1.6
Streets & Roads	636.0	14.0

Figure 4 - 1980 GENERAL PLAN
(Overleaf)

a/ Excludes vacant, agricultural areas, and the Mupu Planning Area, but includes "urban reserve" areas.

SANTA PAULA GENERAL PLAN 1980



Water service facilities will also have to be expanded, including the installation of new transmission mains. To serve the western urban development area, new reservoirs and storage tanks will be needed in order to distribute water at adequate pressures for fire protection. This also applies to the proposed hillside development area. It is probable that a new water distribution system and water sources would have to be developed in order to provide service east of the City in the Urban Reserve area. Preliminary engineering studies should be made before development activities have advanced to such a degree as to make provision of these essential services excessive in cost. Coordination of sewerage, water, power, and gas utilities planning is essential for sound, economical development.

2. Transportation and Circulation

a. Airport

The General Plan proposes the retention of the airport at its present location. However, the realignment and lengthening of the runway is recommended in order to facilitate the safe handling of aircraft and permit use of the runway by somewhat larger aircraft than those now utilizing the airport facilities. Major improvements should be made to the present facilities in order to encourage the development of an aviation-industrial park adjacent to it. City ownership and operation should be considered as an alternative to the present private operations.

b. Circulation System

At the present time a number of deficiencies exist in Santa Paula's circulation system. The General Plan proposes to eliminate present hazards, reroute where advisable, extend certain dead-end roads to furnish through-traffic movement, and obtain necessary rights-of-way.

Specifically, the General Plan intends to provide a network of large, direct streets for fast-moving through-traffic together with a system of smaller local streets leading to inner, less busy areas. An analysis of the General Plan circulation system is included in the Appendix of this report.

(i) Santa Paula Freeway

Probably the singlemost important circulation feature in the City's future will be the new freeway connecting Highways 101 and 99. This new route will connect Santa Paula directly with San Fernando development to the east and Pacific oceanside urban growth to the west.

Already a 5.1 mile section has been completed between U.S. 101 near Ventura to Wells Road near Saticoy. Currently under construction is an 8.6 mile section from Wells Road to an area 0.6 miles west of Orcutt Road or about one-half mile east of the Santa Paula City limits. Another section 21.4 miles in length, adopted late this spring by the California Highway Commission, will extend the Freeway through to the Ventura-Los Angeles County line.

(ii) Major Arterials

The General Plan designates the following streets as major arterials:

Ojai and Tenth (State Route 150) from the freeway to the north City limits - the intersections of this thoroughfare at Santa Paula and Saticoy Streets should be redesigned to eliminate the existing hazards.

Richmond Road, which would be improved from Ojai Road to a new proposed scenic drive parkway paralleling Santa Paula Creek.

Harvard Boulevard, the City's major internal traffic carrier adjacent to the new freeway.

Main Street, which is proposed to be rerouted in order to intersect Harvard at right angles, or connected thereto by improvements in traffic control and signalization.

Santa Paula Street, both east and west sections, would be connected where this road now terminates at the cemetery.

Peck Road (formerly Foothill Road), is now proposed to be connected directly with the freeway in a north-south direction. This connection will require a major redesign and improvement of the interchange and its approaches.

Palm Avenue from the freeway to Santa Paula Street - a realignment should be made at Main Street.

Eighth Street from Harvard Boulevard to Santa Paula Street.

Twelfth Street from Santa Paula Street to South Mountain Road.

(iii) Parkways, Scenic Drives and Collector Streets

As new development occurs west of the present City boundaries, several new collector streets with existing arterials would be needed. Some of these could also be parkways.

The General Plan designates the following streets as collectors:

Twelfth Street, as a collector to the hospital. This would require rerouting Tenth so as to intersect with Ojai at a right angle intersection. New right-of-way acquisition would be required.

Santa Barbara Street from Palm Avenue to the present east City limits, where it would intersect with the proposed Santa Paula Creek Parkway.

Ventura Street between Harvard Boulevard and Eighth Street.

The General Plan also proposes several parkways and scenic drives. These include:

A proposed scenic parkway along Santa Paula Creek.

A proposed scenic view drive into the hillside area north of the high school. Engineering studies would be needed in order to determine the feasibility of this road and construction costs.

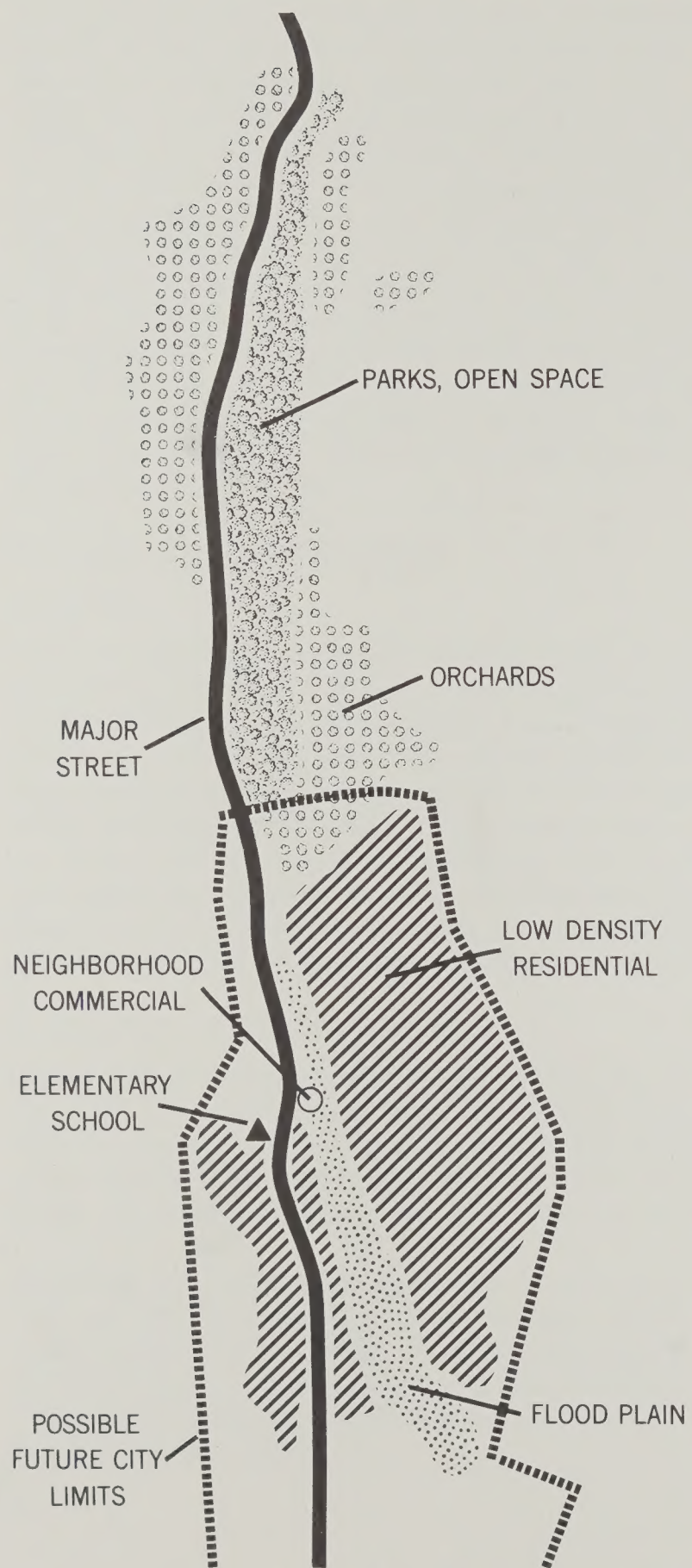


Figure 5 - MUPU AREA PLAN



3. The Mupu Area

The existing physical characteristics and land use pattern of the Mupu area, north of the City of Santa Paula, were studied in order to formulate some preliminary ideas on possible future development of the area in relationship to Santa Paula's General Plan.

a. Definition of Planning Area

The Mupu study area, as defined and delineated for this study, extends from the existing northern City limits of Santa Paula approximately 3.25 miles to the northern extremity of Steckel Park. The area varies from about 2,500 feet to 3,000 feet in width, lying between steep hills. Essentially, the Mupu study area is a narrow stream valley which is drained by Santa Paula Creek.

b. Existing Land Use and Physical Characteristics

The Mupu study area contains approximately 1,392 acres of land, most of which could be developed for "suburban" uses, including some hillside areas. The existing pattern of land use, as estimated from U.S.G.S. maps and field checks, is shown in Figure 6.

Figure 6 - EXISTING LAND USE: MUPU STUDY AREA
City of Santa Paula, California

<u>Land Use</u>	<u>Acres</u>
<u>Total Area:</u>	<u>1,390</u>
Park Lands	195
Orchards	500
Flood Plain (Santa Paula Creek)	88
Residential (Scattered)	27
Open Uses, Vacant, etc.	580

c. The Mupu Area Plan

Consideration of possible future development in the Mupu area has to be related to the overall growth prospects of Santa Paula, and the availability of land for development. Santa Paula has an abundant supply of developable land within the City, as well as to the west and to the east. Because of this, there is no pressing necessity for opening additional lands to urban sprawl and scatteration.

The Mupu area was divided into two sub-areas - the South Study Area and the North Study Area. It is recommended that the North Study Area (which contains about 717 acres) be retained in its existing park and agricultural use.

The South Study Area contains about 675 acres of land of which about 450 acres are considered developable for urban uses. Non-developable land consists of about 65 acres in flood plain and rocky areas, and about 160 acres of steep hillside.

The Mupu Area Plan illustrated in Figure 5, represents in general form one possible pattern of development for the Mupu Area. Urban development is proposed only in the South Study Area.

The South Study Area could accommodate up to 6,000 persons if the low density development of 10,000 square foot lots should be the pattern of development (about 4 dwellings per acre).

If the very low density pattern, typified by residential estates, is to be the standard of development, then 700 to 1600 persons could be accommodated. This would assume 2-acre and 1-acre residential sites.

d. Summary of Recommendations

- (i) Consider the Mupu area an Urban Reserve to accommodate possible overspill after 1975.
- (ii) Zone the area for a minimum of 1-acre residential uses within the Rural-Residential or Agricultural Zone.
- (iii) Do not annex the area until sometime after 1970.
- (iv) Develop a consistent set of municipal policies for the area which would deny sewerage service, municipal water, new school construction, etc., until the City or the proper agency is ready to assume these obligations.
- (v) Obtain Ventura County cooperation in planning and zoning throughout the area.

IMPLEMENTATION OF THE GENERAL PLAN



Citizens group in action

III. IMPLEMENTATION OF THE GENERAL PLAN

The Santa Paula General Plan has been prepared for adoption by the City Council. Once adopted, the General Plan will become a part of the City's public policy in respect to future physical development. All land development proposals should be evaluated in terms of the General Plan and the goals and objectives stated by it. In order to achieve the goals and physical manifestations of the General Plan, a program of administrative procedures, inter-governmental and -agency cooperation, public education, citizen participation, and economic development actions should be combined for effective implementation of the Plan.

A. Administrative Procedures

1. Referrals

All public agencies are now required by California State Law to refer to City Councils any planned public improvements so that their location, purpose and extent can be reviewed to determine their conformity to the General Plan. To facilitate this system of referrals and to assure broad understanding of the General Plan, the City of Santa Paula should supply all governmental agencies, special districts, and public utilities with copies of the General Plan document and request immediate referrals of all proposals.

2. Revision

In order to assure that the General Plan provides a reasonable guide to new developments and that it is kept up-to-date with changing conditions and new opportunities, formal revision sessions between the City Council, the Planning Commission and citizen groups should be held annually. Planning is a continuous process and continuous efforts should be devoted to improve the plan as conditions warrant. A full-time professional planner should be employed by the City to maintain and use the Plan in current as well as long range technical studies. It is recommended that a complete re-study of the General Plan be made every five years. Such a major revision should be coordinated with the City's five year Capital Improvements Program.

3. Records and Information

Much of the basic data and information used in the inventory and analysis phase of the General Plan program should be available on a current basis within the City's offices. With greater efforts for coordination and cooperation, inventory data on police, fire, schools, parks, utilities, street conditions and other community facilities should be maintained on a current basis. The existing use of land could also be kept up to date through plotting new recorded subdivisions on the City's Existing Land Use map, by using the building permits issued and building occupancy certifications. Periodic field checks by the City staff should also be performed. Information concerning retail sales can also be kept current through State Sales Tax reports, and business licenses could be organized to provide meaningful data concerning employment and type of business. Much of this information is recorded by the local Chamber of Commerce and other groups - and could be coordinated within the General Plan information system.

These improvements in record and information assemblage could save many dollars of research time for General Plan revisions and updating.

B. Zoning Ordinance

The Santa Paula General Plan will serve as a guide for new zoning and careful rezoning of the City during the coming years by designating certain areas for specific uses. All land uses should be studied with a view toward protecting them with proper zoning in relation to the General Plan. Present zoning will continue in effect until such time that it is legally amended. Such changes can only come about after investigation, analysis, public hearings and legal determination. Due process will involve time and effort but such care will prevent hasty changes and will allow for detailed consideration of individual cases.

Specifically, a major revision of the zoning ordinance and the district regulations is essential for achieving the General Plan. The land use zones adopted should be coordinated with the land use categories expressed by the General Plan. A judicious cutback is needed in some of the City's present zoning districts. Of the approximately 325 acres of land in the City zoned for multiple residential use, only 97 are in use. Both the concentration and random pattern of this excessive R-3 zoning is urgently in need of review and modifications. The same holds true for commercial and industrial zones. The location of these zones is as much in need of revision as the amounts of area set aside for both.

The present zoning pattern does not differentiate between the functions and intensity of land uses and services needed for flood control areas. Airport approach zoning, with special consideration for individual rights to air space, is needed to protect the Santa Paula airport. More precise regulations for multiple residential density and open space will be required.

Performance standards and improved industrial subdivision regulations should be developed. A more effective architectural design ("D" overlay) district would assure adherence to plans proposed by any private developer. Special treatment in the City's zoning and subdivision ordinances will be needed to assure a high standard of physical development in Santa Paula's foothill areas. For this area and other residential sections Planned Unit Development (P.U.D.) provisions could be effectively utilized. The P.U.D. is a recent innovation in zoning which allows for maximum flexibility in planning to suit the needs of a particular site or land parcel. The development is adopted under an average and overall density control, arbitrary lot restrictions are kept to a minimum to allow for maximum design freedom, and greater open common spaces are achieved without raising overall residential density.

C. Subdivision Regulations

Regulation of new land subdivisions is essential in order to assure that proper engineering, improvements, and facilities are installed. It is of particular importance to make sure that zoning and subdivision regulations coordinate with one another and that they are not contradictory or ambiguous. Specifically, Subdivision Ordinance No. 338 should be amended as follows:

1. Allow deviations from development standards for Planned Unit Developments where justified.
2. Provide for the dedication or provision of open space lands and lands for other community facilities in areas where such are needed.
3. Require the installation of all utilities and improvements according to updated standards prepared by the City Engineer.
4. State stringent standards for hillside developments which will assure proper surface and subsoil test, grading, cut and fill, and the installation of proper drainage facilities. It should require that exposed cut and fill slopes be planted with suitable foliage to minimize erosion and to assure visual harmony.
5. Require the planting of trees along all streets as approved by the City Planning Commission.
6. Establish minimum widths for public and private streets and proper turning radii for emergency vehicles.
7. Require the placement of all utilities underground in new developments, including power, telephone, gas, water and sewerage, and the installation of attractive street lighting standards and fixtures according to standards developed by the National Illuminating Engineering Society.

D. Code Enforcement

Enforcement and upgrading of existing codes, such as the Building Code, and Plumbing and Electrical Codes, can be one of the most effective devices in assuring sound building development, and thereby check premature obsolescence and the spread of blight. The City should review all such ordinances and revise them to meet modern conditions.

One major ordinance which the City should seriously consider for adoption is a Housing and Building Maintenance Ordinance. This ordinance would establish minimum standards for the physical maintenance of all existing buildings. Vigorous enforcement of such an ordinance would encourage rehabilitation of substandard buildings and effectively eliminate blight and deterioration. This ordinance could be very effective in eliminating the worst housing and building conditions in the City, and in the long run save many dollars. In many instances such a code, if vigorously enforced, can prevent the necessity for massive urban renewal action in blighted and "slum" areas.

E. 16-Year Public Works Plan; 5-6 Year Capital Improvement Program

Along with zoning, subdivision regulations, and code enforcement, a capital improvement program is necessary to implement the public works element of the Santa Paula General Plan. Such a program establishes a priority of expenditure for improvement projects and would spread the scheduling of these projects over the next 16 years. Such projects include the construction, improvement, widening, and right-of-way acquisition for new streets, scenic drives and parkways; site acquisition, construction, expansion, remodeling and equipping of such public facilities as parking lots and buildings, fire and police stations, libraries, schools and civic center buildings. Utilities must be considered too, particularly the sewage disposal plant and new interceptor lines. Recreational sites have to be acquired and provided with special facilities for golf, tennis, and swimming.

A special outline program has been prepared for the City's overall public works program for the period 1965-80, using the General Plan as a basis for determining long range needs. (See Appendix) Outline forms for preparing five year project listings have been provided to the City as a tool for financial programming, establishing priorities and estimating costs. This material can provide the City with an accurate checklist for continuing capital improvements programming, and a technique for evaluating the City's capacity to pay for new improvements in relation to its revenue and expenditure forecasts.

The Capital Improvements Program should be developed in five-year periods, and revised and reviewed annually in order to keep abreast of new needs and changing conditions. It should be continually reviewed and evaluated in terms of the General Plan goals.

F. City Appearance and Aesthetics

One of the prime efforts of the City should be directed towards City beautification and aesthetics. Among the items that should be pursued in a citywide beautification program are:

1. Street name signs and traffic control signs of improved design.
2. Commercial sign control regulations, particularly along the Freeway, at City entrance points, and in the Central Business District.
3. Landscaping and tree planting programs for the major arterials and throughout the downtown area. Tree plantings should also be required in new residential developments.
4. Installation of more attractive street furniture, light poles and fixtures, fire hydrants, bus benches, mail boxes, and other objects.
5. Architectural design controls for commercial and industrial areas.

6. Development of a distinctive architectural "style" in the downtown area.

7. Preparation of a precise development plan for downtown Santa Paula, and the initiation of a massive remodeling and improvement program with the cooperation of downtown merchants and other property owners.

8. Preparation of precise plans for the various neighborhoods of the City, and particularly for the redevelopment and improvement of blighted and deteriorated neighborhoods.

G. Redevelopment and Rehabilitation

Because of the widespread extent of deterioration and blight in the east and south parts of the City, serious consideration should be given to the creation of a Redevelopment and Improvement Agency. Such a City agency could be incorporated into the existing City Planning Commission or as a direct function of the City Council. Federal financial assistance for detailed planning and technical assistance, and for carrying out improvement and development proposals could be obtained if the City so desires. The major function of such a City agency would be to:

1. Study problem areas of the City and prepare plans and programs for rehabilitation, conservation, or development.

2. Purchase and resell for private development cleared slum properties. Financial assistance from the Federal Government could be obtained if so desired by the City.

3. Conduct public meetings and carry on an educational program aimed at encouraging citizens to renew their own properties, and to develop an interest in preventing the spread of blight and decay.

4. Aid the implementation of the General Plan.

H. Public Education and Continuous Planning Program

Implementation of the General Plan requires acceptance and understanding of its goals by the citizenry, officials, business and industrial groups, service organizations, and other civic groups. A public education program should be carried on continuously by the City Planning Commission, Chamber of Commerce, Women's Clubs, Service Clubs, and fraternal organizations such as Rotary and Kiwanis and the schools. The Citizens Advisory Planning Committee should be maintained as a permanent feature of local responsibility and citizen participation. Its membership should be broadly represented and rotated periodically.

Periodic joint meetings between City agencies and other governmental agencies should be held in order to assure liaison, cooperation and an exchange of information and ideas.

I. Economic Development and Promotion

Two of the major features of the Santa Paula General Plan concern proposals for strengthening the Central Business District as the retail, service, administrative, governmental, cultural, and entertainment center of the greater Santa Clara Valley Area, and for the development of over 350 acres of land for diversified industrial, processing and distribution activities.

Development of these areas as suggested by the General Plan is essential for the overall economic health and vitality of Santa Paula. Major economic problems concern loss of retail trade to Ventura and other cities; seasonal unemployment patterns, particularly with the agricultural-processing industry; and the rather high rate of general unemployment of Santa Paula residents. In 1960 Santa Paula's unemployment rate was 7.3 percent of the resident labor force, higher than the County rate of 5.3 percent and higher than the rate for California and the Nation. About one-third of Santa Paula's families earned less than \$3,000 in 1961; incomes below this level are considered to be at the poverty level in our present economy.

In order to accelerate economic growth and development for achieving the General Plan and to solve the above-mentioned problems, the following actions and possibilities are recommended:

1. Prepare an economic development plan based upon sound research and an evaluation of the potentials of Santa Paula to attract specialized job creating industries best suited to its regional location and local resources.

2. Work for cooperative joint economic development and promotional efforts between the City Government, the Ventura County Economic Development Commission, the Santa Paula Chamber of Commerce, the Southern Pacific Railroad, and Southern California Edison Company.

3. Consider creating an Industrial Development Corporation for purchasing and improving land, installing facilities, and for constructing and financing industrial buildings. A group of local banks, businessmen and industrialists could form such an organization and sell stock locally for raising the necessary capital.

4. Encourage the creation of a Small Business Investment Corporation by local banks and citizens. Such a corporation could utilize financial aids from the Small Business Administration and assist in creating new homegrown enterprises as well as in expanding existing small enterprises. Many new jobs could be created as a result of such efforts.

5. Consider creating a Central Business District Development Corporation for constructing new retail and commercial facilities and assembling downtown land in larger parcels for planned development. Present downtown property owners could receive stock for their interest in such a closed corporation. Local banks, savings and loan associations, and other financial organizations could adjust their lending policies for assisting the financing of remodelling, improvement, and reconstruction of downtown commercial facilities.

6. Continue to work for the establishment of a junior or State college in the Santa Paula area.

7. Consider establishing more effective vocational training programs in the Santa Paula Union High School for adults and recent graduates.

8. Encourage local merchants to liberalize retail credit policies, increase advertising, hold more special sales, and establish night-time shopping hours throughout the week in order to capture sales now being lost to Ventura and Oxnard.

9. Step-up industrial development advertising and promotion efforts in the Los Angeles Area's communications media, and in national business publications.

10. Seek and utilize as deemed appropriate, all available financial and other assistance available from the County, State, and Federal Governments. This should include aids for community facilities, open space land purchase, job training, health facilities, small business loans, urban renewal, educational funds, and technical and planning assistance.

APPENDIX

APPENDIX

A. Alternative Urban Form and Plan Concepts

An early phase of the planning program considered the various ways in which the future areal extent, shape, and form of the urban fabric of Santa Paula could be arranged. The arrangement of the land uses and functional activities of a city make take many shapes. Although the physical features of the land form dictate the general directions in which Santa Paula may grow and expand, modern technology and public policy can modify and create various patterns of urban development. Consequently, five alternative urban form concepts were prepared and studied for their merits and implications. These alternative forms, which are briefly described below, were presented for public consideration to the Santa Paula City Planning Commission. The five urban form concepts considered were:

1. Urban Form Concept "A": Concept "A" envisioned maintaining the present City area as it is and accommodating future population growth by the development of three independent satellite neighborhoods separated from the City by broad belts of orchards to the east, west, and south. The present downtown area was de-emphasized in daily convenience and service functions, but maintained its position as the major retail-cultural-governmental center of the urban area. Industrial development would be dispersed along major transportation routes and linked to the satellite residential neighborhoods so that work areas would be near living areas.

2. Urban Form Concept "B": This concept proposed intensive hillside residential development north of the main body of the City, both easterly and westerly, in micro-neighborhoods separated from one another by open space strips. It maintained orchard agriculture in wide fingers between areas of new development. It was assumed that blockage of urbanization beyond the present area would be effectuated by industrial development at the City's western and eastern edges.

3. Urban Form Concept "C": This concept envisioned the development of self-contained low and high density micro-neighborhoods within a matrix of agricultural orchards, both east and west of the present City. High density residential development was envisioned for the hills to the north. Downtown would be maintained as a major center, but daily convenience shops would serve the micro-neighborhoods. Industry would be concentrated south of the freeway.

4. Urban Form Concept "D": In Concept "D" the continuous low density expansion of the City to the east and the west was envisioned. This form would create a "twin-center" commercial complex, one centered downtown and the other one at the new Von's Shopping Complex. Both centers would be reinforced by high density residential areas. The two centers would become quite competitive. Industry would be located south of the freeway, and estate type residences emphasizing view amenities would be encouraged in the hills to the north.

5. Urban Form Concept "E": Concept "E" envisioned low density residential development only to the west, with minor hillside development to the north. Agriculture would be preserved east of the City, while industry would be located south of the freeway and at the east end of the City in order to provide an anchor to eastward expansion. As a result of westward development, downtown would diminish in importance and a new town center would evolve around Von's Shopping Complex because of its more central location in respect to the distribution of population and buying power.

All of these concepts had various elements of merit in them. As a result of analyzing them and subjecting them to public review, a synthesis was made which embodied the best features of each. This process provided the basic framework for preparing the Preliminary General Plan.

The major consideration regarding the direction of the City's growth related directly to the desired future form of the City. If growth to the west is encouraged without limit, a new City will emerge in which downtown Santa Paula, the traditional core of the community and trading area, will be at the eastern limits of town. This will in turn give impetus to the creation of a new City center which would be located more in the geographic and population center of the area.

On the other hand, if future land requirements for housing, industry, open space, etc. are distributed to both the east and the west of the present downtown area, Santa Paula's central business district can remain as the core of the future community. Public discussion of this critical consideration indicated widespread interest in retaining the traditional downtown core as the heart of the growing City. This idea is reflected in the General Plan as it was finally evolved.

B. Future Traffic Analysis

(copy)

D. Jackson Faustman
Consulting Traffic Engineer
2415 L Street
Sacramento, California 95816

May 12, 1965

Mr. Abraam Krushkhov
2409 Telegraph Avenue
Berkeley 4, California

Dear Mr. Krushkhov:

Pursuant to your request, we have made an analysis of future traffic generation in the City of Santa Paula, and of the overall adequacy of the proposed major street system. Because of time and budgetary considerations, the scope of this report is necessarily limited.

A valid analysis of future traffic requires an extensive collection of pertinent data, and application of these data over a comprehensive study area. The only agency currently conducting such studies is the State Division of Highways. There are two sources of information which include the City of Santa Paula:

1. The Los Angeles Regional Transportation Study (LARTS)

In this study, 1980 travel forecast over a five county area was based on a mathematical synthesis of the gravity model type. The gravity model is simply a formula for trip distribution between a zone of generation and zones of attraction in direct proportion to the attraction of each zone, and in inverse proportion to a function of the travel time between zones. A second program assigns these trips to the design highway network. The calculations involved in a study of this magnitude require the use of electronic computers. At the present time, LARTS data for the year 1980 is available only for the so-called "major zone analysis" network. This information is fairly gross for the Santa Paula area; however, it does provide north-south and east-west corridor volumes through the City (exclusive of the Freeways). This in turn can be adjusted to arrive at estimates of screen line volumes in each direction.

2. Highway 126 Route Survey

This study also utilized a gravity model, but the area involved was much smaller than the LARTS area; consequently, the street network was more comprehensive and included a greater number of City streets.

The relevant portions of the above studies were analyzed and adjusted to project 1980 traffic within the City. Adjustments include slight revisions of attraction and generation factors to reflect land use as proposed in the General Plan (original input data was presumably based on the Ventura County Plan), and conversion from study network volumes to City street estimates.

The adequacy of the street system was determined by comparing traffic volumes through a series of screen lines with the capacities of the streets crossing the line. The capacity of a street is the theoretical volume of traffic that the street can handle under specified conditions of flow. In this case, the "practical capacity" was used. "Practical capacity" is defined as the maximum volume of traffic that can be accommodated on a given roadway section under prevailing conditions without undue delay or congestion. It represents the upper limit of smooth traffic flow. It is not to be confused with "possible" (or maximum) capacity, which is the traffic volume that can be handled regardless of delay or restrictions on vehicular movements. The capacity of streets is affected by many factors, including:

- a. Intersection controls and cross traffic.
- b. Roadway width and number of traffic lanes.
- c. Nature of development of abutting land.
- d. Speed zones and other operational controls.
- e. On-street parking.
- f. Proportion of truck and bus traffic.
- g. Turning movements.
- h. Alignment and gradient of roadway.

Capacities were computed in accordance with the procedures set forth in the Highway Capacity Manual of the Highway Research Board.

In the determination of capacities, the distinction between roadway capacity and intersection capacity must be made. The roadway is the street section between intersections which consists of a specified width and

number of traffic lanes. Capacities can be based on an uninterrupted flow of traffic, subject to only those restrictions which occur between intersections, i.e., parking, mid-block turns, etc. Intersection capacity, on the other hand, depends on the width of the approach leg and the proportionate delay caused by cross traffic. The intersection capacity for a roadway of constant section is always less than the capacity of the roadway itself. To minimize the loss of capacity it is common procedure to provide additional lanes for through and turning traffic at intersections. To achieve this, a roadway section with a certain amount of flexibility is required. Consequently we have recommended standard roadway widths of 64 feet for an 80-84 foot right of way, and 84 feet for a 100 foot right of way. The first will allow four 12 foot traffic lanes plus two 8 foot parking lanes between intersections, convertible to four 12 foot traffic lanes plus a 16 foot median left turn lane at intersections. The second standard can provide as many as six 12 foot traffic lanes plus a 12 foot median lane where desired.

Listed below are screen line totals of volumes and capacities. All screen lines are one mile or less in length. Lines 1 E-W, 2 E-W and 3 E-W cross east-west streets in the western, central and eastern districts of the City respectively. Line 1 N-S crosses north-south streets in the eastern area; lines 2 N-S and 3 N-S in the south central and north central districts; and line 4 N-S in the western area.

It is concluded that the proposed street system is adequate for projected 1980 traffic. It is further noted that the City of Santa Paula is somewhat restricted as to future expansion, nor does it appear likely that the development of a large traffic generator will take place in the immediate vicinity. If it is assumed the bulk of the planned development will take place by 1980, and annual increment factor should decrease and the adequacy of the street system be extended accordingly.

Very truly yours,

D. J. FAUSTMAN

by (Signed)
John Forristal, Associate

jf:be

Figure 7 - TRAFFIC FORECASTS, 1980 GENERAL PLAN
City of Santa Paula, California

<u>Screen Line</u>	<u>Streets</u>	<u>Curb-Curb Width-Ft.</u>	<u>A.D.T. Vol. Total</u>	<u>A.D.T. Cap. Total</u>
1 E-W	Santa Paula St.	64	32,000	49,400
	Main St.	64		
	Harvard Blvd.	84		
2 E-W	Santa Paula St.	64	43,600	46,400
	Main St.	64		
	Harvard Blvd.	84		
3 E-W	Santa Paula St.	64	30,300	43,200
	Main St.	64		
	Richmond Rd.	64		
1 N-S	Foothill Rd.	64	22,200	36,000
	Steckel Dr.	64		
	Palm Ave.	64		
2 N-S	Tenth St.	64	27,600	31,300
	Twelfth St.	64		
3 N-S	Ojai Rd.	64	14,200	32,500
	Twelfth St.	64		
4 N-S	Santa Paula Creek Dr.	50	15,200	25,400
	Unnamed Major St. *	64		

*Between Creek and Orcutt Road.

C. 16-Year Public Works Plan

1. Overall Program

The major capital costs facing the City of Santa Paula in the next two decades will occur in four areas, as follows:

a. Revitalization of downtown; upgrading of facilities and services throughout selected parts of the existing City limits; redevelopment, renewal, conservation and rehabilitation of parts of the City which have now little economic value to either the property owners or the City.

b. Expansion of the City to its proposed westerly limits at Adams Barranca by 1980 or sooner.

c. Expansion of the City beyond its present northerly limits into the Mupu District, stopping at the southerly boundary of Steckel Park.

d. Urban growth across the Santa Paula Creek to the east of the City's present limits, based upon flood control improvements at the confluence of the Santa Paula Creek with the Santa Clara River.

The scheduling of these improvements and costs may actually occur in the aforementioned sequence, although each will be conditioned by factors difficult to assess at this time. Santa Paula is beginning to feel the first impact of new growth resulting from City use of partially constructed freeway in one of California's fastest growing counties, Ventura County.

The 16-Year Public Works Plan is a broad estimate of the costs of constructing the major features of the City's General Plan. These estimates have been based on general experience and do not reflect anything more than the general magnitude of public costs facing the City in the next 15 years.

Methods of financing the improvements noted herein await a comprehensive revenue-expenditure study of the City for the years ahead. Costs of debt service, inflation factors, new sources of revenue and alternative financing methods would be included as a part of such a financial program.

Precise engineering plans are also needed as a basis for accurately determining the costs of land and equipment

acquisition, public improvements, and related services indicated in the 16-Year Public Works Plan.

2. Staged Incremental Development

Outline Forms submitted to the City provide a basis for listing major public works programs and the amount of expenditures which should be allocated to each of three stages in the 16-Year Public Works Plan. The estimates in the outline indicate the magnitude of expected costs developed by the General Plan. These estimates are subject to extensive revision in relation to the City's financial analysis and capacity to pay for improvements, assumptions for future growth, project lists, priority preferences, and policy decisions.

Assumptions for growth throughout the City's Planning Area during the next 15 years, in terms of population, employment, assessed valuation, revenues and expenditures, etc., may be prepared to reflect a steady rate of increase. Allocations for public improvements, therefore, have been divided into three equal parts and inserted into the outline. On the other hand, an assumed variation in the overall rates of growth can result in the weighting of each stage of development to reflect such variations.

High forecasts of population at the end of each stage of development are indicated on Figure 8.

According to earlier estimates, the City's growth into its planning area was expected to increase at an average annual rate of 4.5 percent through the period 1960-1965; and 3.9 percent through the period 1970-1980. These rates were reflected in the forecasts shown in Figure 8.

The City's General Plan Area, including the Mupu District to its north, is much smaller than the County's "Santa Paula Planning Area." It contains nearly all of the population, however, and will probably contain most of the forecast population at the end of the 1980 planning period.

As noted in the General Plan Report, Santa Paula's General Plan could actually accommodate a population of 36,700 in the areas designated for residential use, excluding lands in the "residential reserve" east of the Santa Paula Creek. Including residential reserve lands

Figure 8 - PLANNING AREA POPULATION FORECASTS (HIGH SERIES): 1960-1980
City of Santa Paula, California

	<u>1960</u>	<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>
City	13,270 ^a	15,650 ^b	-	-	-
Planning Area:	16,905 ^c	19,596 ^d	24,500	29,250	34,000
Santa Paula					
East	901	949			
Santa Paula					
West	16,004	18,647			
City:	13,279	15,755			
Uninc. Area	2,725	2,892			

Sources: Ruth + Krushkhov, Technical Workbook, Population, Sec. 7

(a) Federal Census 1960

(b) California State Dept. of Finance, March 1, 1965

(c) Ventura County Planning Dept. Bulletin 17, April 1, 1965

(d) Ibid.

and the Mupu Area (a range of 700 to 6,000 persons after 1970), more than 50,000 people could be accommodated, assuming that proposed densities and land uses were to prevail. Previous economic studies indicated that sufficient jobs should exist to support a forecast population of 34,000 by 1980. This appears to be the major factor limiting the probability of a population of 50,000 throughout Santa Paula's Planning Area by 1980.

Numerical growth expected in the Planning Area during the stages 1965-1970; 1970-1975; and 1975-1980 amounts to about 4,450; 4,750, and 4,750, respectively. These figures are close enough to justify a one-third capital outlay estimate per stage for planning purposes until the total Public Works Plan is achieved.

On the other hand, the City might prefer to spend a proportionately greater amount of money during the 1965-1970 period, and proportionately less during the 1970-1975 and 1975-1980 stages, for the following reasons:

a. The City would be better prepared to accommodate the inevitable demands of the future population for services and facilities.

b. Every additional dollar of public funds spent throughout the Planning Area will stimulate additional private investment in the community.

c. The greater portion of capital expenditures would have been made, making the demands of the later stages less burdensome to accommodate.

d. Increased investment in revenue producing public facilities and services through 1970 can generate funds to supplement needed improvements in the 1970-1980 period.

3. Capital Improvement Program Cost Estimates

Figure 9 (Outline Form 4) represents the estimated costs of the 16-Year Public Works Plan (1965-1980) for the City of Santa Paula. Capital improvements are listed in one increment of six years, and two increments of five years each. The estimated costs for new streets outside the present City limits would be financed in the main by subdividers and developers. Bridge construction across the Santa Paula Creek would also have to be financed by private developers, unless the official agencies involved decided to participate in such improvements.



Figure 9. 16 YEAR PUBLIC WORKS PLAN
City of Santa Paula, California

Outline Form 4: Capital Improvements, Staged Increment Development: 1965-1980

<u>Major Projects</u>	<u>Stage I 1965-1970</u>	<u>Stage II 1971-1975</u>	<u>Stage III 1976-1980</u>	<u>Totals 1965-1980</u>
1. Sanitary Sewers and Sewerage Facilities	\$1,056,600	\$1,056,600	\$1,056,600	\$3,169,800
2. Flood Control and Storm Sewers	750,000	750,000	750,000	2,250,000
3. Streets & Roads (within City)	623,300	623,300	623,300	1,869,900
Easterly Expansion Area	634,000	633,000	633,000	1,900,000
Westerly Expansion Area	366,800	366,600	366,600	1,100,000
4. Fire Protection	103,300	103,300	103,300	309,900
5. Police Facilities	-	-	-	-
6. Library Facilities	116,600	116,600	116,600	349,800
7. Park and Recreation Facilities	1,447,000	1,447,000	1,447,000	4,341,000
8. Parking Lots and Structures	-	-	-	-
9. Street Lighting	25,000	25,000	25,000	75,000
10. Sanitary Landfill	<u>14,160</u>	<u>14,160</u>	<u>14,160</u>	<u>42,480</u>
TOTALS	\$5,136,760	\$5,135,560	\$5,135,560	\$15,407,880

CITY OF SANTA PAULA

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